

CHAPTER 2

LAND USE ELEMENT

INTRODUCTION

The *Land Use Element* of the *20-Year Clark County Comprehensive Growth Management Plan* provides policy guidance for the uses of land throughout the county, which range from residential, commercial and industrial structures to farm and forestry activities to parks, open spaces, and undeveloped environmentally sensitive areas. The *Element* contains policies to provide guidance as to how and where these uses should be located, and what type of overall land use pattern should evolve as Clark County develops over the next 20 years. In addition to the written descriptions of existing conditions and the policies, the *Land Use Element* is closely associated with the *20-Year Plan Map*. The *20-Year Plan Map* delineates the unincorporated area in various categories, or plan designations, which appear on the *Map* as different colors. Specific policies are applied to specific map designations, providing policy direction for the development of those areas.

This *Element* includes a review of existing conditions and analyses of how Clark County will meet future needs related to land uses. One critical concern that the *Element* addresses is whether the *Land Use Map* and policies designate adequate amounts of land to meet the residential, commercial, industrial, environmental and other needs of the county through the next 20 years. A second equally important concern is the integration of land uses. The various types of uses should be located and developed in an integrated, cohesive manner which minimizes transportation and other public and private service needs and costs and fosters greater accessibility, livability and community in Clark County. The *Growth Management Act of 1990 (GMA)* clearly emphasizes the reduction of urban sprawl. The *Land Use Element* promotes more compact development patterns which allow for more efficient delivery of services, and promotes a better balance of jobs and housing than exists today to minimize the distance

people need to travel between home, workplace and shopping.

The *Land Use Element* contains provisions for a clear distinction between urban and rural areas through the designation of urban growth boundaries, as required by the *GMA*. Within urban areas, urban style and density development should occur. Within the rural area, rural style and density development are planned.

Within the urban areas, a range of urban densities and development opportunities are envisioned. Although single family housing will continue to be the most common form of residential development, certain areas within major activity centers and along transportation corridors are planned for increased multi-family and mixed use development, as well more intensive commercial uses. Protection of environmentally critical lands and an expansive recreational and open space network development are planned in both the urban and rural areas.

RELATION OF THE LAND USE ELEMENT TO OTHER ELEMENTS OF THE COUNTY 20-YEAR PLAN

The *Land Use Element* addresses land development throughout the entire unincorporated area, and includes various environmental policy categories which apply to the entire county. However, because of its unique conditions and policy issues, analysis and policies for the unincorporated rural area of the county are contained in a separate *Rural and Natural Resource Lands Element, Chapter 4* of this document.

The *Land Use Element* is perhaps the central element of the *Comprehensive Plan*. The other elements must be fully consistent with the land use development patterns and policies presented in the *Land Use Element* and *Comprehensive Plan Map*. For example, the *Transportation and Capital Facilities Elements* must contain adequate provisions to serve the

type and extent of the land use patterns envisioned in the *Land Use Element*. Conversely, the *Land Use Element* and *Map* must not specify a land use development pattern which cannot be adequately served by transportation and other services specified in the other elements.

RELATION OF THE LAND USE ELEMENT TO OTHER COUNTY PLANNING POLICY DOCUMENTS

The county *20-Year Plan*, including the *Land Use Element*, is part of a hierarchy including the Washington *GMA*, the Clark County Countywide Planning Policies, *Community Framework Plan*, and the Clark County zoning ordinance and related implementation measures. The state *GMA* contains general and specific requirements for participating jurisdictions. The county *Community Framework Plan* provides an overall community vision and general policies for future development in accordance with the *GMA*. The county *20-Year Plan*, and *Land Use Element* within, provides detailed policies for managing growth consistent with the mandates of *GMA* and the direction of the *Community Framework Plan*.

The *20-Year Plan* and its *Land Use Element* do not provide all the details, however. Precise standards, such as building setbacks, permitted uses within a particular zoning district or appropriate types of stormwater management systems are included in the implementing ordinances, including the zoning ordinance. The *20-Year Plan* is the controlling document and where the implementing ordinances conflict with the *20-Year Plan*, or fail to implement its policies, the *20-Year Plan* and its policies shall prevail.

RELATION OF THE COUNTY LAND USE ELEMENT TO CITY COMPREHENSIVE PLANS

The *Land Use Element*, and other county *20-year Plan* elements, will be the governing documents for all unincorporated lands under the jurisdiction of Clark County. City *Comprehensive Plans* and their associated ordinances will be the governing documents applicable within incorporated city limits.

Unincorporated lands within adopted urban growth areas will be subject to county plans and ordinances, although cities will be consulted and city policies may be considered. Interjurisdictional provisions are included in the *Procedures Element, Chapter 12* of this document.

LAND USE CONDITIONS

General History

Clark County was originally settled by Native Americans, who established villages along the Columbia River and in other sites before recorded history. European settlement dates back to the establishment of Fort Vancouver in the early 19th century. Subsequent development of the county was primarily agriculturally based, but small residential concentrations within compact grid networks emerged in the Vancouver, Camas and Washougal areas, and later in Battleground, La Center and Ridgefield. Later expansions in development patterns were brought about largely by transportation improvements. With the arrival of the streetcar, radial development along track lines followed, such as along Fourth Plain Boulevard from downtown Vancouver to Orchards. Increased automobile use beginning in the 1920's extended the reach of development further from the original downtown nodes into areas previously used for agriculture. This process continued with the influx of population during World War II, and the post-war construction of Highway 99 and later the I-5 and I-205 freeways.

Increasingly dispersed development patterns have occurred over the past 20 years in Clark County. The pace and timing of growth has occurred in cycles, driven largely by regional and national trends. From 1970 through 1990, county population almost doubled from 128,000 to 238,000. In the short period from 1990 to 1994, the county population further increased to 280,800. The majority of this increase has occurred in unincorporated urban areas, such as Felida and Hazel Dell, and in rural areas, particularly those closer to the greater Vancouver area.

Current General Distribution of Land Uses and Population

The total land area encompassed by Clark County and its associated cities is approximately 420,288 acres, including areas

covered by water. The overall existing distribution of various land uses within the county is illustrated in *Table 2.1*. This table illustrates actual land uses as they would

appear on the ground today, rather than how the areas are designated by the *Comprehensive Plan* or *Zoning Maps*.

Table 2.1 Existing Land Uses

| JURISDICTION / AREA | FOREST* | AGRIC.** | COMM'L7 | INDUSTRY | PUBLIC FACILITIES | PARKS/ SCHOOL | SF RESID. | MULTI-FAMILY RESID |
|----------------------------------|---------|----------|---------|----------|-------------------|---------------|-----------|--------------------|
| CLARK COUNTY INCORPOR. UNINCORP. | 206,440 | 64,440 | 1,712 | 1,662 | 4,010 | 9,110 | 23,722 | 53 |
| VANCOUVER UGA | 3,737 | 6,570 | 1,431 | 2,439 | 798 | 4,410 | 15,113 | 1,563 |
| CAMAS UGA | 1,805 | 1,208 | 44 | 334 | 60 | 587 | 840 | 33 |
| WASHOUGAL UGA | 943 | 646 | 41 | 161 | 45 | 250 | 784 | 55 |
| BATTLE GROUND UGA | 730 | 1,507 | 64 | 28 | 27 | 289 | 658 | 30 |
| RIDGEFIELD UGA | 1,232 | 1,773 | 13 | 115 | 7 | 250 | 395 | 4 |
| YACOLT UGA | 54 | 26 | 6 | 0 | 1 | 24 | 81 | .6 |
| TOTAL | 215,078 | 76,562 | 2,316 | 4,739 | 4,957 | 14,979 | 41,722 | 1,742 |

* Forest cover is determined through aerial photo interpretation (1990 photos) and is tree cover

** Agricultural cover, similar to forest cover, was determined through aerial photo interpretation (1990 photos) and is land not built on and in pasture or crop cover.

*** Based on IUGAs adopted by BOCC 9/93

Table 2.2 presents recent historical population growth and projected future increases in the county and its cities. It should be noted that the city limits listed have not remained static over time, and will not do so in the future. Growth within urban areas reflects an expansion of city limits as well as births and net immigration. The projected 2012 populations for each city reflect an assumption that city limits will grow through annexation to fill the adopted urban growth areas (UGA). Similarly, the apparent decline in the unincorporated rural and urban areas is due to a loss of land area through annexation, and not out-migration or other loss of population.

Much of the policy thrust of the Clark County *20-Year Plan* is in response to the need to plan for anticipated increases in population for the 20-year period ending 2012. Under the *GMA*, Clark County and its cities are required to plan for a total population projection as provided by the state Office of Financial Management (OFM). The OFM has estimated a population ranging from a low of 356,873 to a high of 416,071. Although the county can exercise

discretion over how the projected total is distributed among the urban areas and the unincorporated rural area, the comprehensive growth plans of the county and its cities must be consistent with the official total allocation. The 2012 population projections listed in *Table 2.2* are actual goals, not merely future estimates or guidelines, which must be reflected in the respective 20-year plans of the jurisdictions.

Although it is not included within the official state forecast methodology, populations will change as well as increase in overall numbers. The aging of the population and the continued increase in the number of single parent families are among the more significant changes that should be addressed by land use planning. According to the 1990 census, 6.4 percent of all Clark County households were headed by an elderly person over 65. Consistent with national trends, it is projected that the percentage of elderly persons will increase to 17.5 percent of the total population by 2013.

Table 2.2 Historic and Projected Population by Jurisdiction

| | 1970 POPULATION | 1980 POPULATION | 1990 POPULATION | ABSOLUTE AND PERCENTAGE CHANGE 1970-90 | PROJECTED 2012 POPULATION BASED ON STATE OFM ALLOCATION |
|------------------------------|--------------------|--------------------|--------------------|---|--|
| CLARK COUNTY OVERALL AREA | 128,454 | 192,227 | 238,053 | 109,599 46% | 416,071 |
| UNINCORPORATED RURAL AREA | 74,487 | 134,978 | 167,427 | 92,940 56% | 79,689 |
| UNINCORPORATED URBAN AREA | 53,967 | 57,248* | 61,273 | 7,306 12% | 0 |
| BATTLE GROUND CITY LIMITS | 1,438 | 2,774 | 3,690 | 2,252 61% | 15,610 |
| CAMAS CITY LIMITS | 5,790 | 5,681 | 6,450 | 660 10% | 22,388 |
| LA CENTER CITY LIMITS | 300 | 439 | 483** | 183 38% | 2,816 |
| RIDGEFIELD CITY LIMITS | 1,004 | 1,092 | 1,332 | 328 32% | 7,488 |
| VANCOUVER CITY LIMITS | 41,859 | 42,834 | 44,570 | 2211 6% | 269,841 |
| WASHOUGAL CITY LIMITS | 3,388 | 3,834 | 4,240 | 852 20% | 16,146 |
| YACOLT CITY LIMITS | 488 | 544 | 545 | 57 10% | 1,448 |

Sources: Washington State Office Of Financial Management, April 1 Population of Cities, Towns, and Counties, June 1990. US Bureau of the Census

* Includes a portion of the City of Woodland that is in Clark County.

** State Certified Special Census

Approximately 90 percent of population growth over the next 20 years is expected to occur in designated urban growth areas, with the remainder to occur in unincorporated rural and natural resource lands. This type of development pattern is consistent with the goals of the *GMA* and supports the implementation of the long range vision of Clark County reflected in *the Community Framework Plan*.

Residential Land Uses

Residential lands provide the base for provision of housing of Clark County residents. As of 1990, Clark County and its cities contained a total of 92,234 residential units, housing a total population of 238,053. Residential uses consume more acreage than any other type of land use except agricultural and forest resource lands, which also usually serve as

homesites. About 85% of all housing units are located within the adopted urban growth areas. There is a variety of housing types available, reflecting the needs and tastes of the people for whom they were built. Single-family housing accounts for 77% of the total housing units in the county and multi-family units account for the remaining 23%, according to the 1990 US Census. Within the urban growth areas, the percentage of single family units is about 70%, and the multi-family percentage is approximately 30%. The number and proportion of multi-family homes have increased gradually over the years, due largely to national changes in demographics and housing needs, but single family homes remain as the most common form of dwelling. To increase the range and affordability of housing, the *20-Year Plan* has a general goal for multi-family residential construction to account for 40% of all new residential units constructed.

A more complete analysis of residential development issues is contained in the *Housing Element, Chapter 5* of this document. For the purposes of assessing overall land use, perhaps the most significant policy issues related to residential uses are the sufficiency, affordability and location of the overall housing stock. These factors are heavily driven by market and demographic factors which are largely beyond local control, such as interest rates or immigration to the Portland-Vancouver region. However, Clark County can provide an appropriate land base and policy guidance through the comprehensive planning process to influence these factors in a positive direction.

The *Comprehensive Plan Map* for the county and its cities contains an adequate amount of land designated for residential use, which is sufficient to accommodate the projected population increase of 123,000 persons in the county area. The methodology used to determine the amount of land needed to accommodate the projected population increases is described in the *Findings Document* of the *20-Year Plan*.

In order to enhance affordability, moderately smaller lot sizes and higher densities *on average* are being encouraged through *Plan Map* designations and associated policies. Equally important, provisions for a wide *range* of housing densities and types are encouraged by the plan. Higher density multi-family housing will be particularly encouraged in the Transit Combining District, an area encompassing major activity centers of Downtown Vancouver, Vancouver Mall and the Washington State University Campus site, and transportation corridors between these centers. Outside this area, single family residential housing will continue to be the norm, with provisions for slightly higher densities and encouragements for infill and mixed use developments.

Commercial and Industrial Land Uses

The most important function of commercial and industrial lands in Clark County is to provide local employment opportunities. Commercial and industrial development can also provide goods and services for Clark County and points beyond. Clark County is part of the larger Portland-Vancouver metropolitan area, and land use patterns

reflect the proximity to this larger employment base. Currently, there is considerably more residential development than business or industry in Clark County. Approximately 33 percent of Clark County workers commute to workplaces in Oregon. The importance of resource based industries (agriculture, timber, mining) has declined since 1950, as heavy manufacturing activities (aluminum, paper mills, etc.) have increased. In more recent trends, heavy manufacturing has declined in importance as research and high technology industries began to locate in the area.

Commercial activities in the county to date have typically been developed as free standing structures on relatively large lots, with extensive parking areas. Much of the commercial development within the unincorporated urban areas of the county has occurred in continuous strips along arterials. Large tracts of commercial land are located in Hazel Dell along Highway 99 and 78th Street, in Orchards along 117th Avenue and in Cascade Park along Mill Plain Boulevard.

Rapid residential growth in Clark County has led many landowners of industrial lands to request and receive changes to residential designations. As a result there has been a marked reduction in the supply of industrial land since 1980. Currently, 12,000 acres are industrially designated, of which 4,900 acres are being used for industrial purposes. This acreage includes lands within Industrial Overlay Zones, as well as lands with an outright industrial designation. Most of the land in current industrial use is located in the southern portion of the county, primarily at the Port of Vancouver, Columbia Business Center, Cascade Business Park and the Port of Camas-Washougal.

Approximately 3,000 acres of prime industrially designated land are needed to accommodate the expected 20-year growth in industrial employment. Additionally, resource based industry is encouraged. More detailed information is provided in *Chapter 7* of this document, the *Economic Development Element*.

Parks

Clark County has been involved in land acquisition for parks since the 1930's, and adopted its first *Comprehensive Parks and Recreation Plan* in 1965. Clark County owns and manages approximately 3,935 acres. The Parks and Recreation Division oversees the

administration, acquisition, development and maintenance of parks, sports facilities (e.g., soccer fields, rifle range), greenways and trails. The Parks and Recreation Division has identified two facilities categories: urban and regional parks. Additionally, through the *Comprehensive Parks and Recreation Plan*, the Division has established ten urban parks districts in the Vancouver urban area and adopted an urban parks acquisition standard of six acres per 1,000 people. Clark County owns and manages 585 acres of parks and open space within the ten parks districts. Impact fees are collected within each of the park district service areas. These fees are used for the acquisition of neighborhood parks, community parks and urban open space.

The Parks, Recreation and Open Space Element, Chapter 8, provides further background and level of service on these facilities in the county.

Critical Areas

Identification and protection of environmentally critical areas and resource lands are a key goal and purpose of the *GMA*, and are also a long standing goal of the Clark County community. Clark County contains a variety of critical areas, ranging in size and scope from smaller, discrete areas which provide habitat for threatened, sensitive or endangered wildlife species, to broadly based aquifer recharge areas, which encompass most of the undeveloped land area within the county. Many types of critical areas geographically overlap. The benefits that these critical areas yield range from providing wildlife or vegetative ecosystem habitat, to limiting or mitigating human concerns such as water pollution or flood hazards.

Policies and programs used to protect and conserve these areas involve a range of federal, state, and local programs and standards. Unlike residential, commercial, industrial, or other uses, critical areas do not typically constitute a separate comprehensive plan or zoning designation, unless they are under public ownership. Most policies used to address critical areas are therefore regulatory or incentive-based, to be applied to privately held lands (*Figure 1*).

Wildlife Areas

Certain areas of critical habitat are readily identifiable because of their protected status under public ownership. The Ridgefield

National Wildlife Refuge contains over 5,000 acres of Columbia River floodplain, consisting of marshes, lakes, woodlands, grasslands and croplands, which provide migration and wintering habitat for Pacific Flyway waterfowl, as well as many species of waterbirds, raptors, shore and songbirds. The concentration and diversity of native and migratory bird species in the refuge are the largest in the county, and includes Sandhill Cranes, a state endangered species. Several species of mammals, reptiles and amphibians can also be found on the refuge.

Available information on certain critical areas, such as the location and extent of wildlife areas, is not fully complete. The Washington Department of Wildlife is in the process of creating an inventory data base for Priority Habitats and Species throughout the state. As this data is finalized, Clark County can more precisely identify sensitive areas, and refine policies for their conservation and protection.

Steigerwald Lake National Wildlife Refuge, located in the southeast corner of the county, includes 627 acres of Columbia River bottomland, consisting of canary grass marshes, riparian woodlands and improved pastures. Among the species inhabiting the Refuge are raptors, geese, and marsh, water, and riparian woodland songbirds.

The Vancouver Lake lowlands area provides over 1,000 acres of wildlife habitat within close proximity to Vancouver. Much of this land is owned by the Washington Department of Wildlife, which is preparing a management plan to determine how the land will be used.

Wildlife habitat is not restricted to those areas already under public ownership. Although most of Clark County provides some form of potential fish or wildlife habitat, riparian corridors and other areas adjacent to or including surface water bodies clearly provide the most wide ranging and significant wildlife habitat. Information currently being developed by the State Department of Fish and Wildlife has identified 36 sites within the county providing game, non-game or fish habitat, of which 33 are along riparian corridors or other water bodies. Their program provides management recommendations for both priority species and habitat (*Figure 2*).

Wetlands

Wetlands provide valuable wildlife habitat and include marshes, swamps, fens and bogs that

perform several other functions. Wetlands can aid hydraulics by moderating water overflow, advancing groundwater recharge, and enhancing water quality. Water quality is enhanced by preventing erosion, removing sediments and filtering nutrients and other pollutants from runoff, and slowing down the flow of water which allows time for pesticides and other chemicals to break down. Wetlands may also provide vegetative habitat and human recreational and open space amenities.

Some mapping of the highest quality wetlands in Clark County has been completed. Countywide mapping covering the full range of wetland classes is available in very generalized form through National Wetland Inventory and hydric soil mapping; these inventories are inaccurate on a site specific basis. More precise wetland boundaries are not usually known until site specific analyses are conducted, normally during the review of individual development proposals. Most wetland areas are in low elevations areas within relatively close proximity of rivers and streams, or associated floodplains (*Figure 3 and Figure 4*).

Shorelines

The shorelines of rivers, streams, and lakes of Clark County are important and sensitive natural resources, and encompass other critical areas such as wildlife areas, wetlands and flood areas. They provide habitat, drainage, recreational opportunities, transportation and economic opportunities, some of which may conflict with each other. The *State Shoreline Management Act of 1971 (SMA)* defines shorelines as being within 200 feet of the ordinary high water mark or associated wetlands of all rivers with mean annual flow of 20 cubic feet per second (cfs), or more, or lakes of 20 acres in size or more. This definition encompasses most of the shorelines of most rivers and lakes within Clark County, although shorelines of smaller water bodies also provide many of the same functions.

Aquifer Recharge Areas

An aquifer is a body of rock (sandstone, fractured basalt or granite, glacial sands or gravel, river sands or gravel) that transmits groundwater in useable quantities to wells. Almost all of the county's industrial water needs and about 47 percent of public water needs are met by wells located near the

Columbia River, where the overlying deposits consist mostly of coarse sand and gravel. Aquifers are recharged or renewed primarily by rainfall. Water infiltrates the soil and percolates through it and the surface rocks to the water table. Urban areas afford little opportunity for recharge since most surfaces are impervious and therefore, prevent rainfall from entering the soil. Some aquifer recharge occurs in urban areas through dry wells and septic system drainfields, but these methods may decrease groundwater quality because it allows a way for contaminants to enter the soil. Since much of the county is covered with permeable alluvial, or sand, gravel, and silt deposits, there is no one identifiable point of recharge, and virtually the entire county pervious area may function as an aquifer to a certain extent. The entire aquifer may allow for infiltration of rainfall and can be considered a recharge area. The most critical aquifer recharge areas are those located near production wells and drinking water aquifers within the urban growth area (*Figure 5*).

Floodplains

Another type of critical area associated with riparian corridors are floodplains. Floodplains are defined and delineated by the Federal Emergency Management Agency (FEMA) to include all areas subject to flooding at 100 year intervals. This definition encompasses areas along most rivers in the Clark County. In addition to the wildlife habitat and hydraulic functions that floodplains serve because of their location, building limitations in these areas limit damage to persons and property from the periodic floods (*Figure 6*).

Geologically Hazardous Areas

As with floodplains, the primary function of development limitations within geologically hazardous areas is to limit potential adverse impacts to persons and property. The primary geologically hazardous areas are those of steep and or unstable slopes, which are often, but not exclusively, found along the banks of rivers or streams (*Figure 7 and Figure 8*).

Scenic Areas

Clark County contains a variety of scenic areas, typically located near major river systems. The most prominent is in southeast corner of the county, where approximately 6,000 acres east of Washougal was designated

by Congressional Act as part of the *Columbia River Gorge National Scenic Area (CRGNSA)* in 1986. From 1986 to 1996 specific land use regulations intended to foster the scenic, natural, cultural and recreational functions of these and other similarly designated areas within the Gorge were administered by the US Forest Service, through an appointed CRGNSA Commission and staff. In 1996 Clark County adopted an implementing ordinance, subsequently reviewed and approved by the Gorge Commission as consistent with the overall *CRGNSA Management Plan*, to allow for local County administration and jurisdiction over these lands.

Protection and Conservation Programs and Policies

A variety of programs and policies exist for the protection and conservation of environmentally critical areas. Due to the geographical overlap of many of the types of critical areas, there is a functional overlap of many of the policies. A program to address one type of critical areas, such building limitation within a floodplain, may often offer some additional protection for other critical areas, such as wildlife habitat.

The most effective protection of critical lands is through public ownership. Publicly owned lands within the urban area are largely confined to parks which emphasize recreational opportunities. Outside urban areas, most publicly owned lands emphasize wildlife and other critical land values, although access and passive recreation may be allowed. Protecting sensitive lands through public ownership requires that substantial funds be raised for acquisition of the land. A review of potential funding sources is contained in the *Findings Document* of the *20-Year Plan*.

Prohibitions or limitations on structural development also provide critical lands protection. Such programs currently in place in Clark County include the *Shorelines Management Master Program*, the floodplain, wetlands and clearing ordinances and prohibitions against placement of structures within designated unstable slope areas. As part of the development review process, the *State Environmental Policy Act (SEPA)* authorizes the imposition of a wide range of conditions which can prohibit or limit construction within certain areas or enact other mitigative measures to protect environmentally sensitive areas. Clark County

will develop programs and policies for the protection of wildlife areas as further data concerning the location and extent of these areas become available.

Source-based policies are typically used to provide protection to larger and less clearly defined critical areas, such as aquifer recharge areas, or to address other concerns related to ground or surface water quality. Sewage regulations, particularly those regarding septic system use, are administered by the Southwest Washington Health District, and are directed toward the protection of critical areas which are not necessarily at the site of the potential pollutant source. Stormwater management policies and programs administered by Clark County are similarly intended to address potential adverse water quality impacts beyond the source site. Clark County is currently in the process of developing wellhead and watershed protection plans which will identify areas of particular sensitivity to water quality impacts, and devise measures for their protection.

Land Use Integration

For a community to function in a livable and efficient manner, land uses must not only be provided in sufficient overall quantities, but must also be developed in an integrated, cohesive fashion. The *20-Year Plan* encourages improved land use integration on a range of levels, from more efficient overall regional form to better site-specific land use integration and access.

URBAN GROWTH AREAS

Perhaps the most fundamental policy component of the *20-Year Plan* is the establishment of urban growth boundaries, as required by the *GMA*. Within urban growth boundaries, development of urban uses and densities should occur, and urban level of services should be available, or capable of being provided in the future. Within the rural area beyond the urban growth boundaries, only rural uses and densities should occur, and only rural level of services should be provided. The establishment of urban growth boundaries is intended to reduce service inefficiencies associated with sprawling and dispersed development patterns, and to produce a generally more compact overall urban development pattern which can be served more efficiently. Urban growth

boundaries also facilitate more efficient timing of growth, as available land supplies within the urban areas are generally utilized before the boundary is extended into the adjacent rural area to allow for more intensive development in that area. In the absence of established boundaries, leapfrog development may occur when urbanization takes place in isolated outlying pockets before it occurs in areas closer to the cities.

Urban growth boundaries also serve the purpose of fostering distinctions between the urban and rural areas which often become blurred or lost in the face of unmanaged growth. Those who choose to live in rural or urban areas often do so because of the relatively unique set of characteristics that each offers. By reinforcing and protecting the distinction between urban and rural areas, growth boundaries can help to conserve for the future many of these characteristics which have been steadily eroded in Clark County in recent years, particularly in the rural communities closer to the urban areas (*Figures 9 through 15*).

Intensive Urban Development Within Major Centers and Transportation Corridors

Although development will occur throughout the urban areas, the *20-Year Plan* encourages more intensive development and redevelopment to occur within identified major centers surrounding downtown Vancouver, the future Washington State University campus site, and Vancouver Mall. Development is also encouraged along the major transportation corridors which link these sites, such as the I-5 freeway and Highway 99 corridors, and along State Route 500 and Fourth Plain Road.

Encouraging development in these areas will allow higher density housing, mixed use and commercial activities to locate where they can be served most easily and efficiently by public services, particularly transportation. These

centers and corridors have better automobile and transit accessibility than most other urban areas, and may be served by light rail in the future. Encouraging commercial activities in close proximity of higher density housing will provide important opportunities to more closely match jobs, housing and shopping, minimizing traffic impacts by reducing the number and length of automobile trips needed.

Providing a range of development densities in the urban area is intended to foster a variety of options for people or companies wishing to live or do business in Clark County. Opportunities will be provided in residential areas characterized by larger homes and ample yard space, as well as those who wish to live in a more urbanized setting of smaller homes within walking distance or close proximity of a full range of shops or other activities.

More Accessible and Pedestrian Friendly Development in Individual Neighborhoods or Commercial Areas

The *20-Year Plan* also encourages better land use integration through increased accessibility and interrelation of nearby uses. Development patterns or uses which allow for and encourage pedestrian access are encouraged, while development which is of a strip commercial nature or otherwise exclusively oriented to automobile traffic is not.

INTERPRETATION OF THE 20-YEAR PLAN MAP

The *20-Year Plan Map* identifies a number of different designations which are described below. The plan designations have been chosen are consistent with the location criteria described. Future amendments to the *20-Year Plan* map must be made in a manner which is consistent with these general descriptions (*Tables 2.3, 2.4, and 2.5*).

20-Year Plan/Base Zoning Districts Matrix -- Urban Designation

Table 2.3 Urban Plan Designation to Zone Consistency Chart

| ZONE | UL | UM | UH | NC | CC | CG | MU | OP | ML | MH | A | PF |
|------------|----|----|----|----|----|----|----|----|----|----|---|----|
| R1-20 | x | | | | | | | | | | | X |
| R1-10 | x | | | | | | | | | | | X |
| R1-7.5 | x | | | | | | | | | | | X |
| R1-6 | x | | | | | | X | | | | | X |
| R1-5 | x | x | | | | | X | | | | | X |
| R-12 | | x | | | | | X | | | | | X |
| R-18 | | x | | | | | X | | | | | X |
| R-22 | | x | | | | | X | | | | | X |
| R-30 | | | x | | | | X | | | | | X |
| R-43 | | | x | | | | X | | | | | X |
| OR-15 | | x | | | | | X | | | | | X |
| OR-18 | | x | | | | | X | | | | | X |
| OR-22 | | x | | | | | X | | | | | X |
| OR-30 | | | x | | | | X | | | | | X |
| OR-43 | | | x | | | | X | | | | | X |
| C2 | | | | x | | | X | | | | | X |
| C3 | | | | | x | | x | | | | | x |
| CL | | | | | x | x | x | | | | | X |
| CH | | | | | | x | | | | | | X |
| MX | | | | | | | X | | | | | X |
| OC\BP | | | | | | | X | x | X | | | X |
| ML | | | | | | | x | | x | | | X |
| MH | | | | | | | | | | x | x | X |
| UNIVERSITY | x | x | x | x | x | x | x | x | x | x | x | X |
| A | | | | | | | | | x | x | x | x |

Shaded areas indicate allowed zones in each designation

20-Year Plan/Base Zoning Districts Matrix -- Rural Designation

Table 2.4 Resource Lands Plan Designation to Zone Consistency Chart

| PLAN/ZONE | AGRICULTURE | AGRICULTURE / WILDLIFE | FOREST TIER I | FOREST TIER II | AGRI-FOREST | PUBLIC FACILITY | AIRPORT |
|----------------|-------------|------------------------|---------------|----------------|-------------|-----------------|---------|
| AG 20 | X | | | | X | X | |
| AG/WL | | X | | | | X | |
| FOREST 30 | | | X | | | X | |
| FOREST 40 | | | | X | | X | |
| AGRI-FOREST 20 | | | | | X | X | |
| AIRPORT (A) | X | | | X | X | X | X |

Table 2.5 Rural Lands Plan Designation to Zone Consistency Chart

| PLAN/ZONE | RURAL ESTATE | RURAL COM. | RURAL IND. | URBAN RESERVE | INDUSTRIAL URBAN RESERVE | PUBLIC FACILITY |
|---------------------|--------------|------------|------------|---------------|--------------------------|-----------------|
| RURAL ESTATE | X | | | | | X |
| CR 1 | | X | | | | X |
| CR 1 | | X | | | | X |
| HEAVY INDUSTRY (MH) | | | X | | | X |
| AIRPORT | X | | X | X | X | X |
| URBAN RESERVE - 10 | | | | X | | X |
| URBAN RESERVE - 20 | | | | | X | X |

The Plan to Zone matrix is provided to identify those implementing base zoning districts which are consistent with each plan designation. Those districts which are not included within a given plan designation are inconsistent with the plan map and are not permitted within that designation. This information is necessary to determine when, where and under what circumstances these designations should be applied in the future. The *20-Year Plan* recognizes a number of different concurrent zones, zoning overlays and zoning combining districts which are intended to apply across plan designations and are not included in the following descriptions and matrix.

20-YEAR PLAN DESIGNATIONS AND LOCATION CRITERIA

Urban Low Density Residential

This designation provides for predominantly single-family residential development with densities of between five and 10 units per gross acre. Minimum densities will assure that new development will occur in a manner which maximizes the efficiency of public services. New development shall provide for connection to public sewer and water. Duplex and attached single-family homes, through in-fill provisions or approval of a Planned Unit Development may be permitted. In addition, public facilities, churches, institutions and other special uses may be allowed in this designation if certain conditions are met. The base zones which implement this *20-Year Plan* designation are the

R1-20, R1-10, R1-7.5, R1-6 and R1-5 zones. The zones may be applied in a manner that provides for densities slightly higher than existing urban development, but the density increase should continue to protect the character of the existing area.

Urban Medium Density Residential

This designation provides land for single family attached housing, garden apartment, and multi-family developments ranging from 10 to 22 dwelling units per gross acre. Minimum densities assure that areas build out to the density planned, ensuring that the urban areas accommodate anticipated residential needs. Areas planned for urban medium residential use shall be located near commercial uses and transportation facilities in order to efficiently provide these services. Public facilities and institutions are allowed under certain conditions. The implementing base zones in this designation are the R-12, R-18 and R-22 zones.

Urban High Density Residential

These areas provide for the highest density housing in the urban area with 43 units per gross acre. Minimum densities assure that these areas build out to the density planned, ensuring that the urban areas accommodate anticipated residential needs. Areas with this designation shall be located in transit corridors and near commercial and employment centers to provide demand for commercial and transportation services while providing easy access to employment. Institutions and public facilities are allowed in this zone under certain conditions. Base zones in this designation are the R-30 and R-43.

Neighborhood Commercial

These Commercial center areas provide services within walking distance for the frequent needs of the surrounding residents and are implemented by the Neighborhood Commercial base zone. These areas are located in the urban growth boundary and will generally be small areas which are generally designed to serve neighborhoods. Developments in these areas will be designed to be compatible with the surrounding residentially zoned neighborhoods.

New neighborhood commercial areas should generally be less than five acres in size, spaced less than five miles from similar uses or zones,

serve a population of up to 10,000 and locate at neighborhood collector or larger crossroads. In addition, all new commercial applications should address the criteria in *Additional Commercial*, below.

Community Commercial

These commercial center areas provide services to several neighborhoods in urban areas of the county and is implemented with the Community Commercial or Limited Commercial base zones. New community commercial areas should generally be between five and 20 acres in size, spaced two to four miles from similar uses or zones, serve a population of 10,000 to 20,000 and locate at minor or major arterial crossroads. Limited Commercial zoning is limited to existing strip commercial areas and should not be used to implement any new Community Commercial plan designations. In addition, all new commercial applications should address the criteria in *Additional Commercial*, below.

General Commercial

This designation is applied to existing strip commercial areas as highway or limited commercial zoning. The strip commercial areas are generally characterized as narrow bands of commercial uses adjacent to major and minor arterial roadways. The *20-Year Plan* strongly discourages additional strip commercial (highway or limited commercial base zones) being applied to new areas or extending existing strip commercial areas.

Additional Commercial Criteria

1. Extension of those areas of strip commercial development designated General Commercial is discouraged by the *20-Year Plan*. These strips attract traffic to the area and many businesses along the street become points of turning movements. This greatly reduces the traffic capacity of the streets and increases the potential number of traffic accident situations. Commercial strips are usually backed by residential uses which increases the number of residential-commercial conflicts unnecessarily. The commercial uses are oriented toward the street and usually pay little attention to the rear of the property abutting the residential uses.

The strips along major roads are generally so long that available commercial property exceeds the demand in the area and residential uses are left along the street, mixed with commercial activities. The linear nature of these developments, the number of driveways crossing sidewalks and the lack of alternative cross traffic or pedestrian circulation make these areas convenient and accessible only to automobile traffic.

2. Provide a market analysis which identifies the need for the new commercial area/center.
3. Provide a land use analysis of available commercially designated and zoned land in the market area of the proposed site and a determination of why the existing commercial land is inadequate.

Mixed Use

Areas within this designation are implemented with mixed use and a number of other base zones identified in the Plan to Zone matrix and are intended to provide the community with a mix of compatible urban retail service, office, light industrial and residential uses. The mix of uses should be mutually supporting and pedestrian and transit oriented. Pedestrian and transit orientation shall be accomplished through design requirements governing such elements as scale, bulk, street orientation, landscaping, and parking.

Office Park

This designation is implemented with an office park base zone and provides land for the development of regional and general offices, light industry, research and development, and associated commercial uses which will provide services and jobs to the entire region. Areas within this designation are to be located where they can be supported by mass transit and the surrounding land uses. In general, they are on major arterial roads and transit routes, in primary activity centers and at major intersections.

Light Industrial

Areas within this designation provide for light manufacturing, warehousing and other land intensive uses. Services and uses which support industrial uses should also be allowed in these areas but limited in size and location to

serve workers within the light industrial area. Industrial lands are located in areas of compatible land uses and in areas with arterial access to the regional transportation network. One zone, Light Industrial, implements this plan designation.

Heavy Industrial

This designation is implemented with a heavy industrial base zone and provides land for heavy manufacturing, warehousing and industrial uses that may be incompatible with other categories of land uses. This designation is appropriate for areas which have extensive rail and shipping facilities.

Public Facilities

This designation is applied to land uses that are public in nature. Public schools, government buildings, water towers, sewer treatment plants, and other publicly owned uses are included in this designation. The implementing base zone may be Public Facilities.

Airport

This designation is applied to public and public use airports. It is implemented with an airport base zone.

Open Space

These areas provide visual and psychological relief from man-made development in the urban area. Open space also provides opportunities for recreational activity and environmental preservation, maintenance and enhancement. Open space may include, but is not limited to, developed parks, trails and greenways, special areas, public and private recreational facilities, critical lands and public gathering spaces. Open Space is not implemented with a base zone but may be implemented with specific overlay, combining district or development review standards.

Urban Reserve

These lands are on the fringe of the Urban Growth Boundaries. This designation is intended to protect areas from premature land division and development that would preclude efficient transition to urban development. Areas designated as Industrial Urban Reserve are intended for future urban industrial development and are implemented by the Urban Reserve - 20 base zone. Areas

designated as Urban Reserve are intended for future urban residential and commercial development and are implemented by the Urban Reserve - 10 base zone. These areas are identified as being future additions to Urban Growth Areas. These lands may be added to the urban area, as necessary through amendments to the *20-Year Plan*.

Limited areas of designated resource lands may be included within the urban reserve areas. These resource lands should be limited in size and be subject other factors which limit its long term significance as resource lands such as surrounding land uses, adjacency to urban growth areas, logical urban service areas and the lack of other suitable areas for future urban growth. These areas will be identified on the *Comprehensive Plan Map* with the appropriate resource designation with an *Urban Reserve Overlay or Industrial Reserve Overlay* and zoned with the appropriate resource district. These lands will be protected as resource lands but may be added to the urban area, as necessary through amendments to the *20-Year Plan*.

Agriculture Lands

These lands have the growing capacity, productivity, soil composition, and surrounding land use to have long-term commercial significance for agriculture and associated resource production. This designation is implemented by the Agriculture (AG-20) base zone.

Agriculture/Wildlife

This designation is applied to areas in the Columbia River lowlands which have the characteristics to support long-term commercially significant agriculture and are valuable seasonal wildlife habitat. The primary uses in this area are commercial agriculture, wildlife habitat management and recreation. This designation is implemented by the Agriculture/Wildlife base zone.

Forest Tier I

This designation is applied to those lands which have the physical characteristics that are capable of management for the long-term production of commercially significant forest products and other natural resources such as minerals. This tier is primarily applied to larger parcels and major industrial forestry

landowners. This designation is implemented by the Forest - 80 (FR-80) base zone.

Forest Tier II

This designation is applied to those lands which have the physical characteristics that are capable of management for the long-term production of commercially significant forest products and other natural resources, such as minerals. This designation is implemented by the Forest -40 (FR-40) base zone.

Agri-Forest

This description is applied to those lands which have the physical characteristics of both agriculture and forestry. This designation is implemented by the Agri-Forest - 20 (AF-20) base zone.

Previously Developed Agriculture and Forest Zoned Property

Land divisions of remainder or parent parcels created under previous Agriculture or Forest Zoning District "Cluster" provisions, which are now within a resource zone or rural residential zone, shall count the acreage and number of previously approved "cluster" lots towards the density authorized under the current zone to determine the maximum number of new lots permitted on the "remainder" of the parent lot.

For example, a "cluster" subdivision of a 20 acre parcel zoned Agriculture in 1992 created five one-acre and one 15-acre remainder or parent parcel. Now, the property is zoned for five- acre lots. The 15 acre parcel would be entitled to three five-acre lots except for the fact that it was approved as a remainder agriculture resource lot along with five one-acre lots in 1992. Currently, the original 20 acre undivided parcel would have be entitled to four five-acre lots. Since the 20 acre parcel has already been divided into six lots, no further divisions are permitted.

Rural Estate 5

This designation is intended to provide lands for residential living in the rural area. Natural resource activities such as farming and forestry are allowed and encouraged to occur as small scale activities in conjunction with the residential uses in the area. These areas are subject to normal and accepted forestry and farming practices. This designation is implemented by the Rural Estate base zone.

Rural Commercial

This designation is located in rural areas outside of urban growth boundaries in existing commercial areas and within designated Rural Centers. These areas are generally located at convenient locations at minor or major arterial crossroads and sized to accommodate the rural population. Rural Commercial areas are not intended to serve the general traveling public in rural areas located between urban population centers. Rural Commercial areas within designated Rural Centers are implemented with the CR2 base zone. Areas outside of these Rural Centers are implemented with the CR1 base zone. All new rural commercial applications shall address the criteria for new commercial areas as identified in *Additional Commercial*, above.

Rural Industrial

This industrial designation is to provide for industrial uses in the rural area that are primarily dependent on the natural resources derived from the rural area. The Heavy Industrial base zone implements this designation.

Overlay and Combining Districts

Additional *20-Year Plan Map* designations or symbols are used to identify certain land use policies that are implemented in several different ways.

Surface Mining

This designation is implemented with an overlay zone and recognizes existing mining areas and is to allow for the future mining of minerals in an economically feasible way.

Other land use controls which flow from *20-Year Plan* policies or state or federal law apply to development proposals that are identified on zoning or other adopted maps but are not specifically identified on the *20-Year Plan Map*.

Floodplain

These maps are prepared by the federal government and adopted by local government to show the extent and elevation of the floodplain and floodway along rivers and streams. These maps implement floodplain regulations also adopted by the county pursuant to federal law.

Other land use controls which flow from *20-Year Plan* policies or state or federal law apply to

development proposals that are not identified on implementation maps but are described in locally adopted codes.

Shoreline

These areas are along rivers and the area regulated is described in shoreline management laws.

CONCURRENCY

A critical aspect of land development is the availability and delivery of public services needed to serve those developments. The *GMA* reinforces and formalizes this concept, known as concurrency, to require that necessary public services be available which can meet the same time as the timeline approved as part of the concurrency management program with new development. *GMA* requires that at a minimum, specific levels of service standards for transportation be adopted by local jurisdictions, and those development proposals which cannot demonstrate compliance with these adopted service standards be denied. If they so choose, jurisdictions may also adopt levels of service for sewer, water, storm drainage, schools, parks, fire and police.

Further information and policies regarding service concurrency are contained establishment of level of service standards has significant impact on future land use development patterns as well as service delivery. *Table 6.13 (Capital Facilities and Utilities Element)* summarizes generalized service provision anticipated in the urban and rural areas of the county. The descriptions are not precise standards to be used for regulatory purposes.

ANNUAL REVIEW OF URBAN GROWTH AREA ASSUMPTIONS

The identification of assumptions and the mapping of vacant buildable land is just one step in identifying urban growth areas. In an effort to be quantifiable, growth indicators and performance measures have been recommended that will annually monitor urban growth areas after these areas are adopted and in place. The purpose of tracking is to:

- provide an "early warning" system to ensure that the land supply is not being over constrained or that development is

occurring in a manner inconsistent with the intent of the urban growth area;

- verify and adjust if required the assumptions used to calculate the baseline supply and demand for vacant land; and,
- provide decision makers with objective data that can be used to evaluate the performance of the comprehensive growth management plans in achieving the goals and policies that the plan was intended to promote (e.g., increasing density, promoting transit and pedestrian friendly designs).

It is not intended for the data collected to always trigger an adjustment to the urban growth area boundary. It is envisioned that this information would be used to assist decision makers in evaluating trends and assessing the performance of the goals and policies contained in the plan. If these trends substantially change from the base year and goals and policies are not being met, adjustments will be recommended.

The key indicators will be compiled and summarized on an annual basis in the form of a report from the respective or joint planning commissions and presented to the appropriate City Council and the Board of County Commissioners. The indicators and performance measures described in this plan may need to be further refined as more precise methodology and tracking mechanisms develop as the process evolves over time. The initial set of indicators are primarily concerned with the supply of buildable land, patterns of development, and other land use related issues. Additional performance measures may need to be developed that monitor other social and economic objectives.

The indicators have been organized into one of three categories depending of their purpose. The first category of indicators are intended to detect developing trends which may signal that the supply of land is over-constrained or that development is occurring in a manner inconsistent with the intent of the plan. The second category of indicators are intended to specifically test the assumptions used to calculate the baseline supply and demand for vacant land. The third category includes additional performance measures not included in any of the other two indicators.

Key Indicators:

- 1.1 **Population** - will be used to verify baseline population growth rate assumptions and to identify unanticipated demographic trends. To do this various statistics describing trends in population growth including age-cohort, in-migration/out-migration, and other demographic indicators will be used.
- 1.2 **Employment** - will be used to verify baseline employment growth rate assumptions, to monitor the "quality" of the jobs being created and to identify unanticipated economic trends. Indicators used to describe this factor will be average annual wage rate, per capita income, average annual wage rate by general sector, and percentage of Clark County receiving employment assistance.
- 1.3 **Price of Raw Land** - will be used to provide an early warning in the event that the supply of land is over-constrained. This will be done by distinguishing between: price of undeveloped land per acre, existing parcels and newly created parcels (if possible), land inside versus land outside of the urban growth area, land use categories, and for new housing track % of cost in land. These may also help distinguish between the price of housing and identify trends in land banking (if possible), transfer of development rights (TDR, if enacted), and speculation.
- 1.4 **Price of Housing** - will be used to provide an early warning in the event that the supply of land is over-constrained. This will be done by monitoring the price of new homes and resale homes, apartment rents and vacancy rates. Additionally, data will correlate to square footage, shift in demographics, interest rates, and other variables in order to accurately account for market complexities.
- 1.5 **Land Absorption/Residential and Commercial** - will be used to determine at what rate land and housing units are being absorbed by the market and to determine if the 60/40 target for single family/multi-family split for new residential development is being met. Indicators will track the number of new

units by category: single family vs. multi-family, square footage of new commercial, vacancy rates, employees per acre, and tenant activity.

- 1.6 **Industrial Development** - will track the community's collaborative effort in bringing industrial land up to competitive standards of availability in a regional and national market and over time may show trends in absorption of industrial land. This will be accomplished by monitoring the transition or development of marginal or tertiary industrial land to prime industrial land and employees per acre.
- 1.7 **Density** - will determine if targeted residential densities are being achieved and to track to determine if jurisdictions are following plan policies and/or if the market is mature enough to respond to zoning. This will be done by tracking net average residential density by category: single family vs. multi-family, difference between maximum density allowed in zoning versus actual density as approved and built.
- 1.8 **Geographic Distribution of Growth** - will be used to assess the effectiveness of the plan in achieving one of its primary objectives: to contain sprawl and to redirect growth into transit corridors, activity centers, neighborhoods, and small cities/towns. This will be done by monitoring the ratio of development inside the urban growth area versus development occurring in the rural area, percent of new growth in the transit corridor, activity centers (urban and rural), urban reserve areas, open space and other sub-areas as defined.
- 1.9 **Quality of Life (Air and Water Quality and Wildlife Habitat Areas)** - will be used to assess the impact of growth on the environment, to evaluate the land use/environmental relationship and the success of the plan in preventing degradation. This will be done by monitoring airshed consumed by mobile and static sources, surface and groundwater quality indicators, and loss of wildlife habitat areas.

Review of Growth Area Assumptions

- 2.1 **Conversion of Vacant Land** - will be used to verify the initial assumptions

used in calculating the supply and demand for vacant buildable land, to ensure that the model is accurate, and that the supply of land is not being either over-constrained or under-constrained. This will be done by tracking how much development is occurring on the parcels defined as vacant.

- 2.2 **Conversion of Underutilized Land** - will be used to verify the initial assumptions used in calculating the supply and demand for vacant buildable land, to ensure that the model is accurate, and that the supply of land is not being either over-constrained or under-constrained. This will be done by tracking how much development is occurring on the underutilized parcels defined as parcels that are 3 times allowable lot size based on the existing zoning and greater than 2.5 acres.
- 2.3 **Redevelopment Activity** - will be used to monitor activity on land not in the baseline vacant land inventory to help establish a redevelopment factor. This will be done by tracking new development in already built out areas (downtown Vancouver, transit corridors, etc.) Once a redevelopment factor is established, it will be used in redefining the amount of land needed in the urban growth area.
- 2.4 **Mixed-Use Activity** - will be used to monitor development of commercial/residential development on the same parcels or within the same structure. This will be done by tracking the development in the new mixed use zones, percentage of commercial verses residential in development and the location of the mixed use activity. Once a mixed use ratio is developed, it will be used to redefine the amount of land needed in the urban growth area.
- 2.5 **Infill** - will be used to monitor the type of development occurring in these situations and to track how the market responds to changes in development regulations that allow infill to occur. This will be done by tracking development characterized by infill, its density and acreage.
- 2.6 **Development on Critical Lands** - will be used to verify the initial assumptions

used in calculating the supply and demand for vacant buildable land and in ensuring that the model is accurate and that the supply of land is not being either over-constrained or under-constrained. This will be done by tracking development by critical category (1 or 2), density and size of parcels being developed.

- 2.7 **Vacancy Rates** - will be used to provide an indicator of how tightly the land supply is constrained. Small vacancy rates could indicate the supply is approaching over-constrained. Large vacancy rates could indicate that the supply is under-constrained. Caution is advised on vacancy rates. These rates are complex and respond to more than the supply of a particular use, i.e., they could be responding to interest rates. This will be accomplished by tracking residential, commercial and industrial vacancy rates over time.
- 2.8 **Land Absorption** - *see 1.5*
- 2.9 **Density** - *see 1.7*
- 2.10 **Infrastructure** - will be used to verify the initial assumptions used in calculating the supply and demand for vacant buildable land and in ensuring that the model is accurate and that the supply of land is not being either over-constrained or under-constrained. This will be done by tracking the required area for infrastructure as a percentage of new development, by land use type, r.o.w., drainage and other easements, and parks.
- 2.11 **Land Absorption (Industrial/Commercial)** - *see 1.5 and 1.6*
- 2.12 **Change in Designation (Rezone)** - will be used to determine net loss/gain of residential, commercial and industrial land (not included in baseline assumptions). This will be done by tracking the conversion from one land use type to another (industrial to residential, residential to commercial, etc.).

Other Indicators:

- 3.1 **Transit Mode Split** - will be used to evaluate the transit/land use relationship and the ability of the plan to increase transit oriented design. This

will be done by monitoring ridership, frequency, other transportation and transit performance standards.

- 3.2 **Additional Indicators** - as identified. As periodic review takes place and the model is refined, additional or new indicators can be added to the performance measures.

GOALS AND POLICIES

The *20-Year Plan* policies listed in this element directly follow the mandates of the Washington *GMA*, adopted by the state legislature in 1990 and 1991, and the *Clark County Community Framework Plan*, adopted by the county in May 1993 pursuant to *GMA*.

Washington State Goals and Mandates

As noted earlier, the *GMA* lists 13 broad goals regarding land use in general, as well as specific mandates regarding the designation of urban growth boundaries and provisions for development within the boundaries. Above all else, the *GMA* requires more compact growth patterns to allow for more efficient service delivery. *GMA* requires that a clear distinction be made between urban and rural lands. Participating counties must adopt urban growth boundaries in which urban growth will be encouraged, and outside of which only non urban growth may occur. Similarly, urban level public services must be in place, or be capable of being provided within the boundaries, but only rural level services should be provided outside the boundaries. The boundaries must be large enough to accommodate urban growth levels projected by the state to occur over a 20-year period, and may include areas outside of existing city limits but only if those areas are characterized by existing urban growth or are adjacent to areas of existing urban growth. In both the urban and rural areas, cities or counties must adopt level of service standards for basic services such as transportation, sewer, water and stormwater provision, and must ensure that new development proposals are capable of meeting those level of service standards. The goals and mandates of the *GMA* are presented in more detail in the Introduction of the *20-Year Plan*.

Community Framework Plan

Pursuant to the *GMA*, Clark County adopted the *Community Framework Plan* to establish an overall vision for the long-term growth of the county consistent with the *GMA*, and to articulate basic policies related to land use to implement that overall vision. The *Framework Plan* also contains the countywide planning policies, which were adopted to establish a procedure for bridging the gap between the *Community Framework Plan*, which is very generally in nature, and the actual *20-Year Plan* policies, which are more specific.

20-Year Policies

GOAL 2.1: Adopt urban growth area (UGA) boundaries to accommodate residential and employment increases projected within the boundaries over the next 20 years.

Policies

2.1.1 The UGAs shall be consistent with the following general goals:

- a. Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development;
- b. provide for the efficient provision of public services;
- c. protect natural resource, environmentally sensitive and rural areas;
- d. encourage a clear distinction between urban and rural areas;
- e. maintain densities which support a multi-modal transportation system;
- f. support variety, choice and balance in living and working environments;
- g. promote a variety of residential densities; and,
- h. include sufficient vacant and buildable land.

2.1.2 The UGAs shall be consistent with the following more specific criteria:

- a. Each UGA shall provide sufficient urban land to accommodate future population/employment projections through the designated planning period.

- b. Cities shall be located within UGAs. Urban services shall be provided within those areas. Urban services should generally not be provided outside UGAs. (*See Chapter 6, Capital Facilities and Utilities for urban and rural services.*)
- c. Lands included within UGAs shall either be already characterized by urban growth or adjacent to such lands.
- d. Existing urban land uses and densities should be included within UGAs.
- e. Land within the UGA shall not contain areas designated for long-term agriculture or forestry resource use.
- f. UGAs shall provide a balance of industrial, commercial and residential lands.
- g. The UGAs should utilize natural features (such as drainageways, steep slopes, open space and riparian corridors) to define the boundaries.
- h. Each UGA shall have the anticipated financial capability to provide infrastructure/services needed in the area over the planning period under adopted concurrency standards.

Battle Ground Urban Growth Area

2.1.3 The unplatted areas of the Cedars development shall be developed under the following guidelines:

- a. No lot south of Salmon Creek shall be less than 15,000 square feet in size and all lots south of Salmon Creek shall average 20,000 square feet; provided however, that for calculating the average only, all lots in excess of one acres shall be counted as one acre lots;
- b. all lots developed adjacent to existing Cedars plats shall be at least 20,000 square feet; and
- c. all lots north of Salmon Creek may be developed at densities of 15,000 square feet; and, all new plats shall contain CC&Rs substantially similar

to those currently in effect for existing Cedars plats.

- 2.1.4 The County will work jointly with the City of Battle Ground and the Department of Natural Resources to develop a plan for the Tukes Mt. area currently held by the Department of Natural Resources. The plan should acknowledge the interests of all parties, but should recognize and protect the special natural character of the area.

Ridgefield Urban Growth Area

- 2.1.5 Clark County will coordinate with both the City of Ridgefield and WSDOT to acquire additional right-of-way along SR 501, between the 1-5 Junction and NW 31st Avenue, to assist in the development of a landscaped four-lane parkway.
- 2.1.6 Clark County shall work with the City of Ridgefield in the development of a *Transfer of Development Rights Program*, with an emphasis on transferring residential density from Industrial Lands to Medium Density Residential Areas (*Land Use Element*).
- 2.1.7 Residential uses permitted within Urban Reserve Areas shall be sited to avoid sensitive lands and future planned streets and utilities as shown within an adopted *Comprehensive Plan* and associated *Capital Facilities Element*. (This policy should be utilized for all cities with urban reserves and not just Ridgefield, include in *Land Use Element, Goal 2.5*).
- 2.1.8 Lands located within the designated Ridgefield Urban Growth Area (UGA) outside of corporate boundaries shall be under the jurisdiction of Clark County. Policies applying to these lands shall be those of the general *Clark County 20-Year Plan*, and the following County plan policies intended for specific application to the Ridgefield UGA.
- 2.1.9 It is the policy of Clark County that development of the Ridgefield 1-5 junction is a matter of significant regional as well as local concern. It is the intent of Clark County that the area be developed primarily for higher wage industrial employment opportunities and not for convenience commercial uses, in

a visually attractive manner consistent with other applicable plan policies. Development in junction areas designated as Master Planned Business Park, Industrial Park, and Planned Commercial shall be subject to the following additional policies:

- a. Prior to development of any portion of such sites, a master plan encompassing a minimum of 10 acres or all contiguous ownerships, whichever is larger, shall be submitted and approved by the City of Ridgefield and Clark County. The master plan shall provide information on existing and future development, natural features, transportation and utility systems. Future development with areas of the master plan shall be consistent with the master plan. (*Ridgefield Policy 5.5(a)* with modification and broader application.)
- b. Signage visible from the freeway shall be limited, in manner to be established through a revision of County sign codes.
- c. Structures and outdoor storage areas, if any, shall be provided with a landscaping to provide a visual buffer from the 1-5 freeway.
- d. The following additional policies shall apply to the Planned Commercial designation:
 - 1) The minimum development area for planned commercial developments shall be 10 acres, with a minimum of 100 employees. Where smaller individual sites are located between developed sites, the master plan may include adjoining, developed sites to meet the 10-acre minimum, and the minimum employee figure may be waived (*6.3(a)*).
 - 2) In order to allow for compliance with minimum employee per acre requirements, the following non labor-intensive uses shall be prohibited:
 - a) RV or mobile home parks, sales, or rental

- b) Car or heavy equipment sales or rental
 - 5) To minimize adverse impacts on downtown Ridgefield, no single business shall occupy a floor area greater than 50,000 square feet (6.3(e) with modification).
 - a. The following additional policies shall apply to the Industrial Park and Master Planned Business Park designations:
 - 1) Retail and restaurant commercial developments shall not occupy more than 10% of the developed portion of any master planned area. Such uses shall be permitted only in cases they primarily serve the needs of those who live or work in the Ridgefield UGA, and not freeway through traffic (5.5(d) with broader application and slight modification).
 - 2) Outdoor storage of materials shall be prohibited in the Master Planned Business Park designation. Outdoor storage within the Industrial Park designation shall be effectively and attractively screened from public view (5.5(b) and 5.4(c)).
 - 3) Master plans shall include plans for annexation.
- 2.1.10 Clark County shall work cooperatively with the City of Ridgefield to oversee the long-term development of the Ridgefield Urban Growth Area in a manner to the benefit of both communities. Such endeavors shall include the following:
- a. Clark County shall work with Ridgefield to achieve consistency to the fullest extent possible between the policies of the County Comprehensive Plan as applies to Ridgefield, and those of the *Ridgefield Comprehensive Plan*.
 - b. Clark County shall provide the City of Ridgefield with opportunity for comment and consultation on development review proposals falling within county jurisdiction within the Ridgefield UGA.
 - c. Clark County may request opportunities for comment and consultation on development review proposals within Ridgefield city limits, particularly if such cases include development at or near the junction.
 - d. Clark County shall support annexation requests for the City of Ridgefield where proposed developments and applicable Ridgefield plan policies are consistent with County plan policies.
 - e. Clark County shall generally not support zone changes which would allow for urban level residential, commercial, or industrial development outside of Ridgefield city limits. Exceptions may be considered if all the following circumstances exist:
 - 1) Prior or concurrent to development, the proposal will be served by a full range of urban level services, including public roads, sewer, and water;
 - 2) annexation has been explored by the City but is found to be unfeasible; and
 - 3) a plan for future annexation has been submitted.
- Vancouver Urban Growth Area**
- 2.1.11 All shoreline developments, uses and activities should be located, designed and constructed and managed to avoid, and if not avoid, minimize disturbance of and impacts to the environment and its resources.
- 2.1.12 Ensure coordination of environmental protection, preservation, and enhancement programs and regulations.
- 2.1.13 Coordinate and cooperate with other governmental agencies, districts, and private and commercial interests in open space, park and recreation planning and development. Encourage active participation in the *Metro Greenspaces Program*.
- 2.1.14 Restrict amendments to the urban growth boundary to encourage infill development.

- 2.1.15 Concentrate development in areas already served by public facilities and services. Use the provision or planned provision of public services and facilities as a means of directing development into desirable areas.
- 2.1.16 Water service should be extended throughout the Vancouver urban area in accordance with the timing and phasing established in the Vancouver six-year capital facilities plan. Extension of public water service should not be permitted outside the Vancouver urban area.
- 2.1.17 Require Master Planning approved by the Clark County Board of Commissioners for the Tektronix site.
- 2.1.18 To assure industrial opportunities are maintained at the Tektronix site, a designation of mixed use is not intended to be site-specific but instead to provide some flexibility for site planning supportive of more intensive industrial uses for the site, without having the effect of reducing the floor area ratios of the industrial uses on the site considered in total.

Washougal Urban Growth Area

- 2.1.19 Recognizing the authority of the National Scenic Area legislation, as a matter of policy the County favors the exclusion of the Washougal UGA from the National Scenic Area.

Yacolt Urban Growth Area

- 2.1.20 The Yacolt Urban Growth Boundary will be reevaluated by the County at such time as the Town of Yacolt develops a plan assuring that public sewer will be available.

GOAL 2.2: Encourage more compact and efficiently served urban forms, and reduce the inappropriate conversion of land to sprawling, low-density development.

Policies

- 2.2.1 Urban densities and uses may occur throughout the urban growth area if it is provided with adequate services. Development and redevelopment in the UGA should be strongly encouraged to occur in greater intensity in major centers, transit corridors and other

areas characterized by both existing higher density urban development and existing urban services. Development and redevelopment should be encouraged to occur with less intensity in areas where urban development is of lower density or has not yet occurred, or in areas where urban services do not yet exist.

- 2.2.2 Devise specific policies and standards to promote higher density urban, commercial and mixed use development, and to support pedestrian and transit travel within high density residential and commercial areas..
- 2.2.3 Encourage and provide incentives for infill development throughout urban areas.
- 2.2.4 Zoning ordinances and other implementing measures shall specify maximum and minimum residential densities with the residential zoning districts.
- 2.2.5 Zoning measures and other implementing measures shall require that development proposals throughout the county comply with applicable policies and standards of the *Capital Facilities and Utilities Element (Chapter 6)* and associated ordinances.
- 2.2.6 Property rights of landowners should be protected from arbitrary and discriminatory actions.

GOAL 2.3: Land use patterns and individual developments should be locationally and functionally integrated to reduce sprawl, promote pedestrian and transit use and limit the need for automobile trips and to foster neighborhood and community identity.

Policies

- 2.3.1 Interrelated uses should generally be encouraged to locate in close proximity of each other:
 - a. Frequently used commercial activities and the residential areas they serve should be allowed and encouraged to locate near to one another.
 - b. Schools or other frequently used public facilities and the residential

- a. areas they serve should be allowed and encouraged to locate near to one another.
 - c. Commercial, industrial or other employers and the residential areas they serve should be allowed and encouraged to locate near to one another.

2.3.2 Encourage mixed use developments which provide opportunities to combine residential, commercial or other uses within individual structures, or within adjacent structures or developments.

2.3.3 Promote the development of identifiable residential neighborhoods and shopping districts through the encouragement of more compact development patterns, and the use of shared design and landscaping characteristics and the development of landmarks.

2.3.4 Compact nodal commercial development shall be encouraged. Strip-type commercial development shall be discouraged.

2.3.5 Commercial developments should utilize shared facilities and infrastructure, including but not limited to common wall structures, shared parking lots, access points, sidewalks, signs or innovative design features.

2.3.6 Commercial development should be designed and located as follows:

 - a. Features to both allow for and encourage pedestrian access to and between commercial developments and roadways shall be provided.
 - b. Storefront design with zero or minimal front setbacks should be used. Frontal parking should be minimized. Side or rear lot parking should be encouraged.

2.3.7 Higher intensity uses should be located on or near streets served by transit.

2.3.8 Streets, pedestrian paths and bike paths should contribute to a system of fully connected routes to all destinations.

2.3.9 Access to the transit system should be provided.

 - a. Transit stations should be located at major activity centers and along transit streets and nodes.
 - b. Neighborhoods and commercial nodes should have access to the public transportation system.
 - c. Transit stops should be located within convenient walking distance of residential and employment populations.
 - d. Transit shelters should be provided where appropriate.

GOAL 2.4: Protect and conserve environmentally critical areas .

Policies

2.4.1 Clearly define, identify and map various types of environmentally critical areas throughout the county and its cities, using federal, state or other accepted definitions where appropriate. In particular, identify, map and update Priority Habitat Species data as it becomes available from the Department of Wildlife or other sources.

2.4.2 Incorporate Priority Habitat Species data into appropriate local planning processes, such as SEPA review and the *Vegetation Clearing Ordinance*.

2.4.3 Develop and/or maintain regulatory and incentive programs for the protection and conservation of environmentally critical areas including wildlife habitat areas, wetlands and shorelines. Emphasis should be given to policies and standards to protect and conserve critical areas as larger blocks, corridors or interconnected areas rather than in isolated parcels.

2.4.4 Encourage consistency among Clark County and its cities regarding methods of critical area definition, mapping and policy treatment.

2.4.5 Cooperate with other jurisdictions and agencies to protect environmentally critical lands, particularly ecosystems that span jurisdictional boundaries.

2.4.6 Facilitate public education and outreach programs explaining the variety of critical area and habitat resources that exist in Clark County, and the benefits and opportunities for conservation and protection.

2.4.7 Develop watershed plans that address impacts to wildlife habitat.

- 2.4.8 Encourage the use of northwest native plants in landscaping, particularly adjacent to critical areas, and discourage the use of invasive non-natives (e.g., English ivy).
- 2.4.9 Protect and conserve ground and surface water quality and quantity, subject to the following:
- a. Provide stormwater management service as specified in *the Capital Facilities and Utilities Element (Chapter 6)* of the *20-Year Plan*.
 - b. Delineate critical drinking water protection (wellhead protection) areas for all "Group A" public water systems in the county and implement a comprehensive critical drinking water protection area ordinance. Coordinate county functions with water purveyors.
 - c. Restore streams and build fish passage ways in urban subbasins of the Salmon Creek watershed and other appropriate watershed basins.
 - d. Provide erosion control using biological engineering methods and installing culverts in rural subbasins of Clark County.
 - e. Minimize the amount of impervious area created by developments.
 - f. Promote the use of non-toxic pesticides and fertilizers.
 - g. Minimize potential application of sludge or animal waste material in or near sensitive areas such as aquifer recharge areas or surface water bodies as required by state law.
- 2.4.10 Reduce risk to life and property from hazards associated with development in geologically hazardous and floodplain areas.
- a. Prohibit, discourage, or mitigate development in areas of steep slopes or other areas with high potential for geological hazards.
 - b. Limit the removal of vegetation during development in order to reduce storm runoff and erosion.
 - c. Require geotechnical studies to determine construction methods and technologies necessary to further public safety in geologically hazardous areas including landslide areas and steep slopes. Development design and construction technology used shall be appropriate to the soil limitations of the particular site.
 - d. Continue to prohibit development in the floodway. In the flood fringe, development impacts shall be mitigated through the use of appropriate construction designs, methods and timing.
- 2.4.11 Encourage habitat protection which will provide a diverse and sustainable population of fish and wildlife.
- 2.4.12 Solicit review assistance from the Department of Fish and Wildlife for development proposals directly affecting state or federal sensitive, threatened, or endangered species.
- 2.4.13 Limit clearing of vegetation from stream banks, and restore the integrity of streambanks where degraded by development
- GOAL 2.5: Designate Urban Reserve Areas (URAs) adjacent to urban growth areas in order to preserve the opportunity for orderly and efficient transition from rural to urban land uses if and when needed in the future.**
- Policies**
- 2.5.1 Urban Reserve Areas (URA) are intended to provide guidance as to where the urban growth area may expand at some future date. Inclusion of land in an URA does not necessarily imply that all URAs will be included within an urban growth area.
- 2.5.2 URAs shall abut the established urban growth area. The URA shall not generally include designated agricultural or forest resource lands. Resource lands included within the URA should be limited in size (less than 500 acres) and be subject to other factors which limit its long term significance as resource lands. When resource lands must be included in the URA they shall be identified with an Urban Reserve overlay and zoned with the appropriate resource zoning district.

- 2.5.3 Consideration shall be given to the following in the establishment and location of URAs:
- a. The efficiency with which the proposed reserve can be provided with urban services in the future;
 - b. the unique land needs of specific urban activities assessed from a regional perspective;
 - c. the provision of green spaces between communities;
 - d. the efficiencies with which the proposed reserve can be urbanized;
 - e. the proximity of jobs and housing to each other;
 - f. the balance of growth opportunities throughout the region so that costs and benefits can be shared;
 - g. the impact on the regional transportation system; and,
 - h. the protection of designated agricultural and forest resource lands from nearby urbanization.

2.5.4 All divisions of land in the URA shall be subject to the land division review process.

2.5.5 All new divisions of land shall create lots of 10 or more acres in size.

2.5.6 Devise standards to protect future land use designations (e.g., industrial and commercial uses requiring large parcels).

2.5.7 Devise standards in the URA to facilitate, if needed, future urbanization of the land through division.

2.5.8 Schools serving predominantly urban populations should be preferably located in urban growth areas then in urban reserve areas or rural areas adjacent to the urban growth boundary, subject to *Policy 2.5.9*.

2.5.9 Public facilities or schools may be located in the URA and rural areas where necessary to serve population growth within the urban growth area, subject to the following:

- a. Facility or school sites shall be located as close to the urban growth boundary as possible, preferably within 1/4 mile;

- b. before siting a facility or school outside the urban growth area, the facility district shall demonstrate that the proposed site is more suitable than alternative sites within the existing urban growth area. Suitability includes factors such as size, topography, zoning, surrounding land uses, transportation, environmental concerns and location within the area to be served;
- c. the facility or school district shall demonstrate that the transportation facilities serving the site are adequate to support site generated traffic, including buses; and,
- d. upon locating any school in the URA or rural area, the school district shall agree to connect to public water and sewer when they become available within 300 feet or less of the site, provided such a connection does not necessitate special facilities (e.g., pump stations) or capital improvements (e.g., larger pipes) to increase the capacity of the system.

2.5.10 Prior to the first comprehensive evaluation of the urban growth area by Clark County, create implementation measures which will effect the following:

- a. Cooperate with cities to prepare and adopt general transportation, sewer and drainage system plans for the URA which identify areas within the URA appropriate for siting of public facilities; and,
- b. cooperate with cities, Special Districts and school districts to prepare and adopt plans for the siting of public facilities and schools.

GOAL 2.6: Designate Industrial Reserve Areas overlays (IRAs) at certain specified locations adjacent to designated Urban Growth Areas. Premature land parcelization, and development of uses which are potentially incompatible with or preclude later industrial development shall be limited in order to preserve opportunities for the future siting of larger industrial uses or concentrations of uses.

Policies

- 2.6.1 The IRA designation is intended to be applied, and implemented through later development, only in those cases where ensuing development can provide a significant number of higher wage employment opportunities in an environmentally sensitive manner, in cases where current market conditions and/or infrastructure and service provisions do not warrant initial designation or development of such uses. The intended emphasis of the IRA designation is for light industrial and related uses, although environmentally sensitive heavy industrial uses may be considered in select circumstances.
- 2.6.2 The Industrial Reserve Area designation should be applied at certain freeway or arterial interchanges or other sites well served by existing or planned transportation systems, or adjacent to technological or research related uses associated with industrial uses. The IRA designation shall be applied in a limited number locations, in contiguous areas of 100 acres or more.
- 2.6.3 Prior to the development of lands within the IRA for industrial purposes and/or their inclusion within Urban Growth Areas or the annexation of such lands within city limits, the following policies shall apply:
- All divisions of land within the IRA shall be subject to the land division review process.
 - Lands within designated IRA overlays may carry Rural or Resource designations. Such Resource lands shall be subject to minimum lot size requirements of that Resource designation. Such lands designated as Rural shall be subject to 20 acre minimum lot sizes.
- 2.6.4 Clark County shall assist local cities and ports, and the Columbia River Economic Development Council in marketing designated IRA properties to prospective users.
- 2.6.5 Prior to being developed for industrial purposes IRA lands shall be included within designated Urban Growth Areas (UGA's). Expansions of UGA's to include IRA lands may be initiated by cities or Clark County. Such applications should have the support of the city impacted by the proposed UGA expansion. Clark County shall review such applications for UGA expansions as specified in the *Procedures Element* of the *Comprehensive Plan*.
- 2.6.6 Clark County shall support expansions of designated UGAs to include Industrial Reserve lands only if the following circumstances exist to ensure that industrial development as intended can and will occur:
- Infrastructure including but not limited to urban roads, public water, and public sewer are available to serve the IRA proposed for inclusion in the UGA, or will be made available concurrent to development of the area;
 - infrastructure requirements and costs are such that the IRA proposed for inclusion in the UGA can be supported for industrial and related uses envisioned;
 - the IRA designation is replaced with a more specific industrial zoning designation containing requirements and standards necessary to implement the development goals of the original IRA;
 - interlocal agreements have been adopted by Clark County and local cities involved. These agreements shall, at a minimum, provide guidance to the administration of the industrial zoning applied to the site by the County prior to annexation by the local city, and issues of the future annexation itself; and,
 - The master planning of these areas to protect and minimize the impacts to neighboring land uses.
- 2.6.7 It is the policy of Clark County, consistent with the *Growth Management Act*, that development of designated Industrial Reserve Areas for light industrial, industrial, or related uses should occur under city jurisdiction, with local governments providing services to and collecting associated revenues from that development. The principal interest of Clark County is that

- these designated IRA sites, which have regional access, are ultimately developed in a manner consistent with their potential for regional benefit, particularly employment.
- 2.6.8 The inclusion of land for industrial purposes within the urban growth area requires retention of industrial zoning for a period of not less than seven (7) years.
- 2.6.9 Lands Identified as Industrial Urban Reserve which also have designated Priority Habitat areas shall only convert to industrial after the wildlife issues have been resolved.
- 2.6.10 Expansion of the UGA shall be consistent with the applicable Urban Reserve and other *Comprehensive Plan Policies*.
- 2.6.11 Utility service provision shall be coordinated between the Cities of Camas and Vancouver to ensure that service boundaries are consistent with the *Comprehensive Plan*.
- 2.6.12 After conversion to full urban status, industrial reserve would not be eligible for rezoning. Under no circumstances can industrial reserve be redesignated to commercial or residential land for a minimum of seven years (consistent with *County Policy 2.6.8*).
- 2.6.13 The following policies shall apply to the Industrial Urban Reserve Area located North of SE 1st Street:
- a. Priority for conversion shall be given to parcels located along the alignment of scheduled capital improvements.
 - b. Zoning of the area adjacent to the SE 1st Street shall be consistent with the County's *Comprehensive Plan to Zoning* matrix in order to ensure infrastructure improvements are required at the same road classification standards on both sides of SE 1st Street. An agreement should be entered into by the County and jurisdiction to ensure that both sides of SE 1st Street are developed to full urban standards.

2.6.14 The following policies shall apply to the Industrial Urban Reserve Area located South of SE 20th Street:

- a. An agreement addressing issues of service provision and responsibility for completion of infrastructure improvements shall be executed between the County and the appropriate jurisdiction to ensure that both sides of the SE 1st Street are developed to full urban standards.
- b. Special consideration should be given to the provision of open space/greenbelt along Fisher Swale.

STRATEGIES

- Delineate and adopt a UGA boundary consistent with the above policies.
- Review proposals for UGA expansions for consistency with the above policies.
- Adopt plan and zoning map designations with density provisions consistent with the land use objectives.
- Consider the above policies in the evaluation of zone change proposal.
- Adopt special standards for the Transit Combining District.
- Encourage urban Planned Unit Developments which allow for better integration of related land uses, such as commercial and residential uses.
- Review zoning and site plan review standards to allow and encourage individual developments containing a mix of uses.
- Review zoning and site plan review standards to encourage the provision of more compact and pedestrian and transit friendly commercial development.
- Develop a Fish and Wildlife Habitat Conservation ordinance.

Vancouver Urban Growth Area

- Create public land banks for specialized land uses such as large industrial sites and hold under utilized public land

zoned or designated for industrial use in the public land bank.

- Coordinate with Vancouver or any new city for a business revitalization plan for the Hazel Dell/Highway 99 and Fourth Plain commercial corridors reflecting incentives for (1) reconfiguration of commercial uses from strips to larger centers, (2) transit orientation of both commercial and residential develops, and (3) conversion of excess commercial sites to multifamily housing.
- Review, revise and implement the *Shoreline Management Master Program* and ordinances for wetland, wellhead and aquifer recharge protection.
- Develop parking standards that reflects the community's desire which should include redevelopment potential of under-utilized parking lot parcels, establishing maximum parking requirements and shared parking.
- Establish city- and county-sponsored neighborhood associations supported by staff liaisons throughout the Vancouver urban area.
- Develop standards for infill and affordable housing which consider parking requirements, vehicle trip generation, levels of service, neighborhood character and overall livability.